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ABSTRACT

One of a series on the state of recurrent education in OECD member countries, this report focusing on Yugoslavia concludes the first stage of a research and experimentation project that Yugoslav authorities have begun. The basic characteristic of recurrent education, a post elementary system of education, is alternation of education and activity throughout an individual's entire lifetime. Recurrent education is a fundamental principle of Yugoslavia's educational policy to enable regularly employed people to acquire higher levels of education and skills from mutually invested funds. It has a sociopolitical context because recurrent education is conceived as one of the principle instruments for achieving a socialist society. The introduction to the report presents this background, with notes on Yugoslavia's general socioeconomic and educational situation and philosophy. Part one attempts to define the essence of recurrent education and its objectives, part two discusses implications of recurrent education, and part three lists questions and problems concerning the subject-content of the research project. A glossary of terms concludes the report. (ND)

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RECURRENT EDUCATION

POLICY AND DEVELOPMENT IN OECD COUNTRIES

RECURRENT EDUCATION IN YUGOSLAVIA

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ORGANISATION FOR ECONOMIC
CO-OPERATION AND DEVELOPMENT

Paris, 24th November, 1972

Centre for Educational Research
and Innovation

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PREFACE

This report is one of a series of CERI documents on the state of recurrent education in OECD Member countries. Recurrent education, on which CERI has been carrying out preparatory work in the last few years, is rapidly becoming one of the most debated, but also one of the least clearly-defined, new concepts about the planning and organisation of education in modern society.

It has, therefore, been considered essential to endeavour to attach a precise meaning to what originated as an unstructured new concept and to spell out its structural and policy implications. As part of the project on recurrent education, for which Denis Kallen and Jarl Bengtsson carry the responsibility on the CERI staff side, CERI will in the near future publish a "Clarifying Report" which attempts to point out the essential characteristics of such a system and how it relates to the present sectors of post-compulsory and adult education.

The present document on "Recurrent Education in the Realisation of Permanent Education in Yugoslavia" concludes the first stage of a large and long-term project of research and experimentation on which the Yugoslav authorities have embarked.

The proposal to undertake this project originated in the Yugoslav Federal Council for Education and Culture and most of the preparatory work was carried out within the Council. Approval to carry out the study was obtained from a joint meeting of the highest Federal authorities for Education, Science and Culture.

A first draft of the report was discussed with a number of Yugoslav experts from various disciplines. This led to the preparation of a second draft which was made available at the Seminar on Recurrent Education organised jointly by the Yugoslav Federal Council and CERI at Primosten, Yugoslavia, in May 1971.

In the meantime, the concept of recurrent education had been screened by the main representative bodies at the Federal and State level, notably by the Federal Council's Executive Committee for Science, Education and Technology and the Federal Assembly's Educational-Cultural Council. Support for the idea of an important study had also been obtained from the Yugoslav Federation of Trade Unions, from the Federal Chamber of Commerce and Federal Bureau of Employment.

A team to carry out the study was set up in 1970, grouping personalities from educational administrations, the universities and other post-secondary institutions, adult education institutions, industrial training centres and the Federal Bureau of Employment. The team is at present headed by Dr. Stevan Bezdanov, Director of the Institute for Educational Research and Development in Belgrade; its Secretary is Mrs. Zita Glavaski, a Senior Research Fellow at the Institute.

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The completion of the final draft of the report is only a small part of the work undertaken by the group mentioned above. A large distribution of the Report in Yugoslavia has made it possible to obtain the views of a great variety of institutions and persons, not only in education but also in industry, the trade unions, the municipalities, etc. Proposals are being elaborated for necessary changes in educational, social and health (insurance) legislation, and for changes in the rules and practices in enterprises and public services. A number of regional seminars on recurrent education have been held, and thus a large sample of the population has had an occasion to express its ideas as to the implementation of a system of recurrent education. Furthermore a study is being made of possible experimental sites for the implementation of such a system. A series of radio and TV programmes on the issue has been initiated. Finally, relevant experience from other countries, notably from the Scandinavian area and from North America, is collected and integrated into the project.

A final report on the Yugoslav Research Project on Recurrent Education should be available during the course of 1973.

Prof. Berislav Sefer, Professor of Economics at the University of Belgrade, was the author of the first outline of the Project. The present version of the report was prepared by Dr. Stevan Bezdanov, Director of the Institute for Educational Research and Development, and Mihailo Djurisić, Adviser at the Federal Council. A working group consisting of Mr. Petar Andonoski, Director of the Yugoslav Centre for the Education of Metal and Electrical Trades Personnel, Dr. Milenko Grujić, Adviser at the Council of the Federation of Yugoslav Trade Unions, Dr. Dusan Savićević, Associate Professor at the School of Philosophy of the University of Belgrade, Mrs. Zita Glavaski, a Senior Research Fellow at the Institute for Educational Research and Development, and the above-mentioned authors prepared the basic material for the report.

Recurrent education as it is here proposed is conceived as one of the principal instruments for achieving the socialist society that Yugoslavia has set out to create. The concept of recurrent education which is portrayed in this report is to be seen in this particular socio-political context. The notes on Yugoslavia's general socio-economic and educational situation and philosophy in the Introduction may help to place the report against this background.

The other reports in this series concern the Federal Republic of Germany, New York State, Norway and Sweden.

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INTRODUCTION

1. Socio-economic development after the Second World War

This quarter-of-a-century of Yugoslav development has been marked by radical changes in the social and economic structure. A driving force in this development was industrialisation which provided the basis for all the changes that occurred in the economic and social life of the country. Among the fundamental factors involved have been the high rate of domestic capital and additional foreign funds made available for economic development, the increase in national labour output resulting from improved technical equipment and changes in the educational-occupational potential of the labour force (this included the rapid transfer of the active agricultural population into non-agricultural sectors), the expansion of the domestic market for commodity and investment-production consumption, and the socialist, self-government relations in the whole society. Even so, two-and-a-half decades have not been sufficient for Yugoslavia to overcome all the faults of its old order and achieve industrial maturity.

1. The Yugoslav economy has been characterised by a rapid rate of growth. In the course of the last twenty years the average rate of growth of the gross national product has been about 7 per cent, which puts Yugoslavia in fourth place among those countries that have undergone an especially rapid economic advancement (it follows Japan, Bulgaria and Rumania). On the whole, this rate of economic development is significant not only in regard to the rates of growth achieved by other countries, but also to the rate of economic progress in Yugoslavia between the two World Wars - which barely amounted to some 2 per cent annually.

In terms of economic sectors viewed from the aspect of growth dynamics, industry occupies a prominent position because the overall postwar economic policy of Yugoslavia was directed towards industrialisation of the country. During this period, Yugoslavia had an extremely high rate of industrial growth, among the highest in the world: the average annual rate being about 11 per cent. However, agricultural production (in which about 50 per cent of the active population is engaged) increased at an average rate of about 3 per cent, but with high instability.

2. At the same time significant structural changes were made in the Yugoslav economy. These are evident in the new roles played by industry and agriculture in the structure of the gross national product. The participation of industry in the GNP increased from about 20 per cent (in 1960) to about 40 per cent (in 1970), while the share of agriculture dropped from 41 per cent to about 23 per cent. Industry is expected to play a primary role in future development, and Yugoslavia looks forward to a period of rapid realisation of industrialisation and an era that will be much enhanced by products of the scientific and technological revolution.

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3. This rapid industrial development has reinforced the economic power of Yugoslavia and created the material bases for even more rapid advancement. On the basis of synthesised calculations made of the gross national product and national revenue per head (in dollars), as well as of other non-monetary indicators, the conclusion may be drawn that Yugoslavia today belongs to the category of medium-developed countries; its national revenue amounted to 750 dollars per head in 1970 as compared with about 160 dollars twenty years earlier. Before the war Yugoslavia realised only about one-third of the national revenue per head in comparison with Western Europe, but now it realises approximately one-half of this revenue.

4. The industrialisation of Yugoslavia resulted in a high number of job openings in non-agricultural sectors, especially of course in industry. This made it possible to absorb not only the natural growth in the non-agricultural active population, but also the transfer of a large contingent of the active population from agriculture (in the last twenty years about one million people from the active agricultural population went into other sectors). Twenty years ago, 78 per cent of the employed labour force worked in the primary sector, 15 per cent in the secondary sector, and only 9 per cent in the tertiary sector. Today, however, these figures are 52 per cent, 25 per cent and 23 per cent respectively. It is noteworthy here that only 32 per cent of the total population and 60 per cent of the non-agricultural population now live in urban areas. Labourers and agricultural workers account for over 40 per cent of the working class structure in Yugoslavia.

5. In the course of the preceding period of intensive industrialisation of the country, changes in the roles of certain factors of economic growth could be seen. At the beginning there was an extensive utilisation of material and human factors, while in the later phase (in the period of the so-called economic reform - from 1965) decisive significance was ascribed to factors of efficiency and profit. In the first (extensive) phase of economic development output in the growth of the gross national product amounted to less than 40 per cent, and rise in employment to over 60 per cent. In the second phase, however, output participated with about 70 per cent in the growth of the gross national product, and rise in employment with only 30 per cent.

Still, at the present level of development of production forces, Yugoslavia is not yet able (on account of low capital formation) to offer full-time employment opportunity to every employable member of society. Chronic unemployment and a high surplus in the agricultural labour force were, and still are, serious problems, the resolution of which will take a long time. This is also the reason for the high emigration of labour to the developed countries of Europe (about 700,000 workers are temporarily employed abroad). It should be added that over seven million people, or about 35 per cent of the population of Yugoslavia, live in economically underdeveloped regions of the country.

6. In the next fifteen years there will be an essential change in the economic(and thus the social) "identity" of Yugoslavia. It is calculated that the national revenue per head at the end of this period (1985) will be about 2,300 dollars, and that the

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percentage of the active population employed in agriculture will drop from 52 to about 26. The part of technological output in the growth of the gross national product will be between 70 and 80 per cent, and that of new employment between 20 and 30. Under such conditions it is expected that the annual growth rate of employment will amount to about 3 per cent, the growth rate of the gross national product to about 7.5 per cent, and of national labour output to an annual average of about 7 per cent.

2. Self-Government - The Transformation from "Government in the Name of the Working Class" to Government by the Working Class itself

Yugoslavia is a multi-national human community that has undergone a complete revolution in all aspects and components of its life and work. The backbone of the consequent changes in economic, political and social development has been the constant endeavour to create conditions that will enable the individual to gain the power (directly through work with others and without mediation of any kind) himself to regulate and decide on all aspects of his own development and of that of society as a whole. The essence of this philosophy lies in the principle of self-governing organisation of work and life, which means that people independently decide on the conditions and results of their labour.

Self-governing organisation of life and work implies: (i) the "withering away" of the State's power and the socialisation of its function; (ii) the reinforcement of collective ownership of the means of production (which is not the same as State ownership); (iii) transformation of the structure of society to accord with the collective ownership of means of production and the "withering away" of the State; and (iv) the negation of the political party as a factor of power.

Self-government as it is being developed in Yugoslavia is, therefore, a system of social relations and a social process that transforms government in the name of the working class, as conceived during the revolution and immediately afterwards, into government by the working class itself. This does away with all classes - even with THE WORKING CLASS.

1. The beginning of self-government in Yugoslavia dates from 1948, when critical inquiries were first made into socialist practice at home and abroad and Yugoslavia's own revolutionary ideas and practices were rapidly developing. This was a period when Yugoslavia was defending its independence and revolutionary trends which were threatened from all sides.

As early as the beginning of 1949 radical measures were taken for the decentralisation and debureaucratisation of the system of power and management in all spheres of work and life. This included the State apparatus, socio-political organisations, the national economy, the administration of justice and education. The realisation of greater rights for workers in undertakings of all kinds was taken as the basis for democracy in society. With the passing of the Law on Worker Self-Government (June 1950), fundamental measures were

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taken to remove State power over the economy by placing management in the hands of the workers. This was the first and basic link in the chain of broad worker-management. Immediately following this, reorganisation was carried out in the municipalities so that they became associations of working people and citizens within which they exercise self-government. The third link was self-government in the structure of representative bodies (of the autonomous provinces, republics, and the federal government).

2. In practice, worker self-government in industrial or other concerns in the productive sector is effected by all employees exercising their right to self-government by the following means:

(a) managing the enterprise directly or through management bodies elected by the workers themselves;

(b) organising production or other activities, caring for the development of the enterprise, and establishing plans and programmes for operation and development;

(c) deciding on the marketing of products and services, and on other commercial aspects of the enterprise;

(d) deciding on the marketing of products and services, and on other commercial aspects of the enterprise;

(e) distributing the revenue of the enterprise and ensuring the development of a material base for its operations; distributing personal incomes to employees; fulfilling the obligations of the enterprise to society;

(f) deciding on the hiring and discharging of employees as well as on other interpersonal labour relations; establishing working hours in accordance with general protective labour regulations; ensuring and organising internal control and the public character of the operations of the enterprise;

(g) organising and advancing the conditions necessary for its operations; organising labour safety measures and rest periods; providing opportunities for education and for raising the standard of individuals and of society;

(h) deciding on the separation of units in the enterprise that can function as autonomous concerns, and on the association of the enterprise itself with other working organisations.

In connection with self-government in enterprises, it should be noted that the funds at the disposal of the employees depend upon the establishment and practical application of self-government. The criteria for assessing the material power of a working collective is the participation of the enterprise in the net product (this is the figure obtained after subtracting the material costs and amortisation from the total revenue). At present, enterprises already participate in the net product with over 60 per cent, and this figure is constantly increasing from year to year. In some fields and branches of the economy, this participation already amounts to 70 per cent.

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3. Worker self-government has led to a number of new processes and phenomena. One of the consequences resulting from self-government in the production sector was the introduction of the principle of social self-government in cultural, scientific, educational, health and national institutions. Self-government in the form of councils and management boards is being introduced in schools, hospitals, libraries, insurance companies and other public service institutions. As a rule, the council is composed of members of the working collective and representatives from other interested organisations, while the management board consists exclusively of members of the working collective. Here, also, the working collective is the basic self-government authority.

The scope and content of self-governing rights in these institutions are considerable. The working collective, either directly or through its self-government bodies, independently:

(a) makes decisions on the hiring and discharging of all employees, including the director and other administrators;

(b) establishes its work programme and the conditions for realising it;

(c) determines the tariff for its services, and, through contracts and agreements, regulates the relations with the users of these services;

(d) defines, in its bylaws, the criteria for distribution of revenue and personal income to the members of the collective, applying the principle of distribution according to the results of labour;

(e) decides on partnership with other identical or related institutions on the basis of the objectives of its work.

In civil service institutions, the practice of financing through the budgets of corresponding government bodies was abolished several years ago and financing changed over to the system of socially owned funds. These funds are managed by social self-government bodies comprised of representatives from work collectives in a given social sector as well as of representatives from commercial organisations and the labour union.

4. The self-government structure of Yugoslav society is now entering a phase of acute transformations which are aimed at developing such material-cultural conditions and socio-economic regulations as will guarantee and provide constant support of the socialist, humanistic, democratic and economically-productive character of the society. The following are expressions of the fundamental goals and trends of overall development in Yugoslavia: an accelerated increase of the economic power of the society; continuation of modernisation of the technological base of the economy and of labour in general; more rapid improvement of the poorly-balanced relations in the occupational structure of the active population by reinforcement of the secondary and tertiary sectors; increase in the rate of employment; more encouragement and freedom for human creativity in all forms of life and work; a significant rise in the real standard of living; and the dynamic

and more complete satisfaction of the varied and ever-increasing needs and functions of modern man in the fields of labour, socio-political life (self-government), general culture, and recreation. The unity and correlation of these functions and needs give birth to the emancipation of labour and of man - a long-term objective of our society.

Within these designated social guidelines, where the individual will more completely and more securely control the entire basis of his existence, education is an essential factor in the attendant social and economic structural changes. As a sphere of activity in which knowledge and the development of abilities are attained, education is penetrating all areas of man's life and work and determining the fate of all human activities and needs. Indeed, the very basis of the socio-economic position and social power of the individual can be seen to lie in the degree of education, culture and labour training he has been able to acquire. This will be even more significant as the scientific and technological revolution advances under Yugoslav conditions. Already the degree of overall culture and occupational potential of each individual show signs of becoming primary factors in the recasting of the national occupational structure.

As increasing recognition is given to work as the basis for socio-economic position and for individual exercise of influence on social processes, knowledge and ability naturally gain in significance. In our self-governing society, education increases the quality of economic decisions and, in turn, leads to a rise in economic gain.

3. Observations on the Development of Education and its Material Base

The postwar period has been characterised by a highly dynamic development of education. This is equally true in terms of young people and adults enrolling at various levels and engaged in different forms of education, and in terms of the growth of funds and of the overall material base of education.

1. The aims of educational development policy in Yugoslavia embrace : the massive enrolment of the younger generations in elementary education; the rapid growth of enrolment of adolescents in secondary education (especially vocational); the encouragement of an enlarged participation of adolescents and adults in higher education; the participation of the labour force in various forms of vocational education and further training; and a highly-increased share of educational costs being borne by the national budget. In accordance with these aims, there has been a progressive growth in elementary education. In about 9,200 elementary schools (i.e. four-year elementary schools and lower gymnasiums) in the 1938/39 academic year, there was a total of 1,560,460 pupils; today, there are more than 2,800,000 pupils attending over 15,000 eight-year elementary schools. Over the same period, the number of secondary school pupils increased from 232,000 to 669,403. The most dynamic rate of increase was recorded for higher education: in the 1938/39 academic year, 17,734 full-time students were registered at all

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universities and other places of higher education; the present enrolment figure is about 132,000. It should be added that about 540,000 adults annually increase their qualifications and educational levels without job interruption; 80,000 of these are engaged in part-time studies at universities or other places of higher education.

2. In the educational development policy of Yugoslavia emphasis was placed on quantitative growth which, for the most part, was measured by the participation of individual age-groups in corresponding levels of education. The primary intention was to make education accessible to both young people and adults, regardless of social origin and the economic standing of the family or the community. As may be seen from the figures already quoted, significant results were achieved towards this end. The problem of educational efficiency, however, did not receive due attention, so the expansion in Yugoslavia was accompanied by dropping-out, repeating, and failure to complete school on time. Every year about 300,000 pupils (i.e. about 10 per cent of the total) repeat a grade in elementary school. The situation at secondary level is similar: only about 65 to 70 per cent of pupils succeed in completing their schooling on time, and every year about 12 per cent of all pupils repeat a grade. The situation in higher education is much more serious: here about every third student completes his studies on time, and many students exceed the envisaged time period by two to three years. The conclusion has been drawn that this period of educational expansion cannot be allowed to continue without results being taken into consideration. The problem of efficiency (qualitative aspects) has therefore become of major importance in the educational policy of the Yugoslav society. Two of the basic aims of educational policy in recent years have been the modernisation of educational technology and the rational use of financial investment. These will still provide the central preoccupation of educational policy-makers during the next ten-year period.

3. The growth of the material-financial base of education is closely aligned both with the economic growth of Yugoslavia and with the increase of national expenditure. On the whole, the material base of education has shown a constant and progressive rise in recent years. As to finance, twenty years ago only 2.1 per cent of the national revenue went to education; in 1970, however, this was increased to 6 per cent. In Yugoslavia as a whole there has been an annual increase of about 15 per cent over the last fifteen years. In comparison with other OECD Member countries, Yugoslavia finds itself in the group that earmarks the highest percentage of the national revenue for education.

PART ONE

AN ATTEMPT TO DEFINE THE ESSENCE OF RECURRENT EDUCATION AND ITS OBJECTIVES

1. Recurrent education as the principal instrument for permanent education in Yugoslavia

Education is an inalienable part of human activity and work. Its quality and level exercise a marked influence on the realisation of man's potential characteristics, role, and social position as well as on his social and individual rights and power. In so viewing the value of education (in the sense of knowledge and ability), support is given to the concept that it should be attained throughout the entire course of one's lifetime. Historically, this belief is not, of course, a new one, but it is only in our own times that earnest efforts are being made to turn it into a reality.

Permanent education is now seen as an imperative prerequisite for the advancement of the economy, for improving the quality of social relations and for man's more complete realisation as an individual. Because of its importance, permanent education is being assigned an important role in attaining educational objectives in many countries.

For many years now, and most frequently in recent times, it has been said in almost all European countries (regardless of the character of socio-political order or the degree of technical-economic development) that education is faced with an acute crisis and that its traditional organisation, content and methods cannot satisfy the demand arising from contemporary social and economic development.

This "educational crisis of society" most frequently takes the form of: conflict between increasing individual demands for education and the economic ability of society to satisfy these demands; barriers blocking the access to higher education (the monopolistic position of certain types of schools restricting the general vertical mobility of pupils; slowness in reforming the present school system and creating one founded on the concept of permanent education; the poor return on financial investments in education (repeating, dropping-out and failure to complete school on time); the domination of encyclopaediaism in the teaching system; variance between the developmental needs of a country and the occupational-qualificational structure of school "outputs"; the absence of a more efficient socio-economic link between education and other spheres of human activity; the role played by the State and other mediators in the establishment and implementation of a developmental policy for education; and severe restriction on independent action by pupils, students, workers, and other interested citizens. Additionally, there is an incompatibility between the real role of education in economic development and the current policy of providing funds. Education is recognised, at least in theory, as

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a factor in economic and social life and a decisive element in developmental strategy, but from the standpoint of provision and management of financial resources it is treated as a sector by itself that has no connection with other spheres of work or the people employed there.

There have, of course, been some efforts to bring about radical transformation in the education sector; but the few changes that have been made up to now have certainly not been effective enough to enable education to keep up with the rate and efficiency of development in other sectors and in society as a whole. Nor do they satisfy the needs of modern man.

For this reason, the last ten years have been marked by earnest endeavours, both in Yugoslavia and in many other countries, to get the concept of permanent education accepted as part of the philosophy of education and to find suitable methods to make it a reality. Demands for its actual realisation were validated by the rapid changes occurring in all areas of human endeavour, especially in science, technology, and the organisation of labour. It was only natural that education, as one of the work sectors of society, should be affected by these changes. It had, of course, contributed to them itself in some measure, but the other sectors of society were not entirely satisfied with this contribution. This led to criticisms of education, its efficiency, quality, democracy, scope, up-to-date use of scientific knowledge and of other factors.

The practice of giving exclusive priority to full-time youth education has reflected negatively on the contact between school and life outside, on the rate at which scientific advances have been absorbed into the curricula, and on the selection of educational content. It has also caused young people to spend an unduly long period of time in relative isolation from the rest of the working world. As this period increases, so the integration of the educational system with the life of society in general becomes more and more impossible.

All these generalisations are valid for the conditions and circumstances prevalent in Yugoslavia, and the demands for permanent education were already crystallising there ten years ago. The intention to bring about radical changes in the system of education and in educational policy was expressed in the General Law on Education (1958) and in the Resolution on Vocational Education (1960). This trend was given new impetus by the Resolution of the Federal Assembly on the Development of Education on the Basis of Self-Government in 1970 which actually outlined the fundamental precepts and components of the new developmental strategy for education.

Nevertheless, our present system of education is still concentrated almost entirely on young people in such a way that they are kept apart from active life for a long period of time. Moreover, there is a constant tendency to prolong this type of schooling even further, in other words, to increase the number of years that young people spend uninterruptedly in the educational process. If we add to this the cases of schooling prolonged beyond the envisaged period by repeating grades or failure to complete higher education in time, then it is painfully obvious that young people spend too much unbroken time in acquiring their education. This is not to say,

however, that too much of an individual's time is devoted to education. Quite the contrary, for modern social trends demand educated and able persons. The crux of the matter is the distribution of this time over the whole of the individual's working life as distinct from its concentration within the period of his youth. There are no longer any serious reasons for maintaining this latter condition while there are numerous factors that speak positively against it.

One of these factors is related to a specific characteristic of Yugoslav society: keeping entire generations of young people away from active life for long periods of time while they are being educated means - under Yugoslav conditions - that they are being kept away from direct participation in self-government decision-making on essential affairs concerning labour and other sectors of public life. The right to work implies a whole series of other rights, of which the right to participate in self-government decision-making is one of the more important in our present-day society. Non-inclusion in the labour process means, for all practical purposes, the loss or postponement of the "privileges" enjoyed by older people. It also means exclusion from the independent and forceful role that other young people exercise on the politics and development of the society.

This, to a great extent, is the cause for many of the political and social conflicts between generations and for the dissatisfaction displayed by young people towards the world and life surrounding them, a world and life "arranged" for them by their elders. The expressed desire of young people to play a more active role in civic affairs is, therefore, a protest against the system of education and a demand for its change.

Recurrent education offers an opportunity for just such participation because it assumes that many young people, if given the chance to acquire progressively higher skills in an occupational category, will enter active life immediately after obtaining their first school qualifications in the knowledge that they can subsequently return to full-time schooling when they feel the need and have put themselves in a condition to do so. In this way every individual will have complete freedom to make decisions on the size of his first "package" of knowledge (i.e. when he leaves school for the first time and joins the active labour force) and on if and when he will return for a second, larger and more complex "educational package". The most important factor here is that the individual will be able to leave the labour market and return to education at the point where he left off. Self-initiative, which was very often thwarted in spite of the fact that it was clearly so necessary, will now be able to come into full expression.

This concept of recurrent education (which will be presented in more detail later in this text) also offers one of the sure solutions for the "educational crisis of society" already referred to and puts into concrete form the strategical stand taken in the Resolution of the Federal Assembly on the Development of Education on the Basis of Self-Government. Recurrent education, as a means for obtaining true democracy in educational opportunity, would therefore bring about changes in the system of education of particular significance in the socio-economic and political context.

Such possibilities as these offered by recurrent education make the idea deserving of very serious attention. It is a relatively new approach to the organisation of labour and the education of people that creates numerous opportunities for man as an individual and collectively in all the principal areas of human activity. At first glance, the sharpness of this turning point makes it seem a daring move, more like a far-sighted vision of the future than a realistic possibility of the present. However, a closer look reveals the feasibility of its becoming part of a future that has already begun, as is the case in so many other areas of progress. This can be evidenced even in the present system and policy of education, especially in the field of adult education where the germ of recurrent education is already alive.

2. The fundamental features of the concept of recurrent education as here proposed

Recurrent education should be considered a post-elementary system of education whose basic characteristic is the alternation of education and active life throughout an individual's entire lifetime. This implies abandonment of the generally-applied practice of concentrating formal education in the period of youth.

The most important essentials of recurrent education can be formulated in the following way:

(a) It relates to secondary and higher education, i.e. to all education following complete general (elementary) education that is mutual and uniform for all children and adolescents up to a specific age-level determined by law or regulations of comparable authority.

(b) It consistently and equally encompasses all age-groups, upward from the maximal age-level for general (elementary) education. It offers the opportunity to everybody, especially to those employed, to return to education when they feel the need to do so, and when the physical conditions for this exist. In this way they can acquire a higher level of education, qualification or specialisation (or retraining), regardless of when they received their previous educational qualification. This can be done several times in the course of one's working life, right up to the highest level in the educational system.

(c) People leaving employment to return to the educational process should be afforded the same fundamental rights as they enjoyed as employees, that is - accumulation of work-years for the right to retirement, health and social insurance (for themselves and their families), personal income and participation in self-government decision-making. In this way, an individual's career would normally consist of successively alternating periods of work and periods of schooling in order to attain higher levels of knowledge and skills or to give further training to his abilities.

Considering the high percentage of adults and employees who have not completed elementary education, recurrent education in Yugoslavia could also include elementary education for adults. Supporters of this idea assert that, if recurrent education does not embrace elementary education, results at the post-elementary level will be impaired. According to this conception, the principle of recurrent education should be applied to the entire educational system, regardless of the level, form, or beneficiary of education.

On the basis of the essential features listed above, the following working definition can be made: Recurrent education is one of the fundamental principles of the educational policy of a society that enables regularly employed people to acquire, repeatedly and successively in the course of their work-careers, higher levels of education and skills on the basis of mutually-invested funds, without loss of any of the basic rights afforded by protective labour laws.

It follows from this that recurrent education is a principle within the national organisation of education and labour, the realisation of which demands a new strategy, methods, resources, and instruments to enable the necessary reorganisation. In this sense, recurrent education is not directed solely towards the sector of education but impinges also upon other fields of activity, especially in connection with the creation of those precepts that are necessary for its realisation. It is not just a new form of education, parallel with or confronted by existing forms, but rather an entirely new system with all its implied foundational elements. It is the path towards a reconstruction that will enable the realisation of permanent education by successive periods of alternating work and education, the achievement of equality among generations and complete exercise of the right of working people and citizens to education - all in accordance with the demands of society and the interests of individuals. Recurrent education creates conditions for the rational and effective optimalisation of man's labour activity and creative potential, in parallel with his vocational development and with the development of his overall personality.

The realisation of recurrent education will depend upon the economic power of local social and labour environments, their consciousness of the need for radical changes in education and their readiness to organise and actively guide the construction of a new system by transforming the present one. Special emphasis should be placed on self-government and its role in this process: recurrent education under Yugoslav conditions means the self-governing organisation of education and labour which is not a priori established and managed by the State but rather by the collective efforts of working people and citizens in all areas of labour and in all sectors of society. Agreement and decision-making by working people in a system of associated labour will define the character as well as the degree of realisation of recurrent education in both the smaller and the larger countries.

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3. Recurrent education and the present "system" and policy of adult education

In order to obtain a more precise understanding of the essence of recurrent education, it must be studied in relation to adult education - which is an integral part of the overall educational system. The reason for this is not to in any way place recurrent education in contradiction with adult education, or vice-versa, but rather to define more clearly the character of recurrent education as a newly-proposed strategy and to show its relationship towards present educational forms, directions and strategies.

Recurrent education and adult education are connected by two fundamental ties: both are involved in the realisation of permanent education (as the basic strategical principle) and both are intended for adults (1). However, each has its own specific features and these should be re-stated in order to avoid any misunderstandings. It should be made especially clear that recurrent education neither negates nor absorbs all present forms and opportunities of adult education.

3.1. First of all, adult education in theory and practice, not only in Yugoslavia but throughout the world, is a form of part-time education that is usually engaged in during leisure-time (after working hours) and predominantly stands outside the regular school system. It includes all levels of education and skills - from elementary to higher education, as well as various forms of refresher courses and further vocational training. Adult education also provides numerous means for general and cultural advancement and offers information on various areas of economic, social and cultural life - according to the particular interests expressed by individuals. It provides an example of the significant influence exercised by the beneficiaries of education on teaching content (curricula).

Other characteristics of the present system of adult education are that beneficiaries can, but are not compelled to, enjoy certain privileges accorded by the labour regulations as to work time (shorter hours, changing of work shift, brief leave for examinations), and the participation of enterprises, socio-political organisations, associations, etc., in providing smaller or larger grants towards the costs of their education, textbooks and other aids. Long leaves of absence with pay for the purpose of schooling are very rare and are given to a relatively small number of beneficiaries, primarily those acquiring higher education in the regular school system.

Many Yugoslav firms take employees off their normal job and send them to courses or seminars lasting several months or for further training and specialisation through some form of organised, systematic education. Many adults also acquire vocational skills and higher levels of education at adult education institutions, employment bureaux, "regular" schools or at several other centres.

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(1) In this sense, an adult is considered to be a person who has reached the legally-prescribed age (according to Yugoslav regulations) for employment eligibility.

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On the whole, therefore, adult education is a kind of addition to the present, traditional structure of education. The higher or lower number of adults participating in various forms of education has not essentially changed the institutional or pedagogical-didactical structure of the regular system of formal education although it has had a certain positive influence upon it. This does not diminish the importance and general output of adult education in Yugoslavia, nor is it to blame for the slow transformation of the educational system. It does, however, indicate the inadequate position of adult education in the overall system in spite of the alleged equality with the education given to the young people.

3.2. In contrast with the arrangements for adult education, recurrent education should make possible the regular schooling of adults in an educational system that will be created by the transformation of the present one. It will be intended primarily for regularly employed people who wish to attain a higher level of education or professional training, or who wish to retrain for a new occupation, by taking up their schooling again at the point where they left it. The time thus spent in school will be treated as time spent on the job, the beneficiary being given leave with pay for a specific period of time. In this way, the occasional minor privileges that were afforded will be exchanged for just one, but significant, benefit. So what was considered to be an exception and the privilege of some is now being extended as a matter of principle to all working people and for all levels and types of education.

Unlike adult education (which, as said, is a kind of addition to the present system), recurrent education, as an integral part of the overall system, should begin radically to transform the traditional "regular" school system and thus eliminate the strict division between education for youth and for adults. Realisation of the concept of recurrent education will completely break down the present vertical and horizontal structure of the educational system, a consequence that will be explained in more detail later in this report.

It is important to note that recurrent education is not in conflict with adult education nor does it make it superfluous. The two complement each other. For this reason, adult education will not only be obliged to remain in existence, but it will have to develop more intensively. As the acquirement of higher levels of skills financed by socially-owned funds is a process that obtains throughout an individual's entire career, recurrent education will draw adult education directly into the educational system, where it will become a component part. The traditional manner of acquiring occupational knowledge and skills (usually during one's youth and as part of the pattern of labour) will then be completely changed. In addition to this, there will still be more than enough room for various forms of leisure-time adult education, ranging from further training and innovations in an occupation to the provision of broadly based information and cultural advancement for the working people. There is also sufficient space in the new regular system of education, of which recurrent education is a part, for all forms of adult education, especially further training or refresher courses.

4. The objectives of recurrent education

4.1. Recurrent education offers equal educational opportunity to people of different ages. In the basic legislative documents of our society (the Constitution of the Socialist Federal Republic of Yugoslavia, the constitutions of the socialist republics, etc.) the principle is clearly stated that all members of society have an equal right to education, regardless of social origin or other factors. In principle, they have access to all schools and other educational institutions whose services they use in accordance with their individual opportunities, inclinations and abilities.

The realisation of this principle is accompanied, however, by numerous difficulties and departures that lead to various contradictions and problems. One of these is the very real disparity between older and younger generations in the matter of education opportunity, especially for post-elementary education. Many schools cater for a specific age group and are not open to adults. Further, when adults are able to return to school, conditions for entry may be much more difficult for them - for example, job results, achievement in earlier education, economic need for further education, the willingness of the employing firm to provide certain benefits or to pay costs. There are also a number of other factors of a personal or family nature that may severely restrict the opportunity of re-entry.

The root cause of these difficulties lies in the conditions inherent in our present system of education. The most important of these is age restriction, especially for secondary education. Hence, the theoretical opportunity for every citizen to enjoy the right to education is, for all practical purposes, limited to a relatively brief period during his youth. If he foregoes this opportunity (which is frequently the case), the individual will "miss the bus". He is then left to choose from among three alternatives: (i) to remain uneducated or insufficiently educated (which means less chance of his getting accepted for employment in the production sector, or, if he succeeds in this, his share of the labour gains will be lower); (ii) to acquire education through various forms of part-time schooling (which requires high motivation, ambition, physical strain, various sacrifices, and financial liability - the latter, in most cases, is incurred by the individual because about 95 per cent of educational funds are spent on the education of children and adolescents in the regular school system; (iii) to be relieved of job obligations and sent by the employing concern to attend a regular school (which is very rare and almost exclusively provided for acquiring higher education). It is no wonder that most people choose the first of these three alternatives, the economic, social, cultural, political, and other consequences of which will be self-evident.

On the other side of the coin, as the result of constant social advancement and the ever-increasing demands being placed on education, the younger generations are receiving broader and more thorough education than formerly. On the whole, the education they now receive keeps abreast with scientific and technical advances and with the technological demands of the production and other sectors of employment. All this offers enormous advantages to the

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younger generations, but it threatens the older generations with being pushed back into less complicated jobs with lower income opportunity and a smaller share in the profits. This mainly concerns the 35-40-year-old generation which was educated under deprived conditions but still has a long period of work ahead of it.

Since it offers an opportunity for adults to participate in the educational process when this is desired, recurrent education provides one of the most effective means of overcoming this disparity of educational advantage as between generations - a disparity, let it be said, that is rapidly diminishing and will gradually disappear. Disparity resulting from the difference in economic position of individuals and their families is also being abolished by the constitutional right all members of society now have to education. This right relates not only to those who missed the opportunity of schooling at some time during their youth, but also to those who - for some reason or another - wish to acquire a higher level of education or skill and to develop their abilities.

The point here is that the individual can make his own decision as to when he will re-enter organised education either to satisfy his personal need for knowledge or the demand by society for special types and levels of trained personnel. Of course, the job opportunities offered by public and labour collectives will be taken into consideration when he decides on the type of programme and the time to be spent on it. However, the collectives' views relate more to the apportionment of time between work and learning than to the granting or restricting of educational opportunity that, potentially at any rate, will always be available.

Deliberations concerning the equality of educational opportunity for all age-groups have been principally directed up to the present towards the older generations with the aim of awarding them an equal position with the younger age-groups. However, there is another side to this. The position of younger people in society is much weaker if, by detaining themselves for an excessively long period in full-time education, they remain on the sidelines and do not participate in the solution of urgent social problems stemming from labour and self-government or in the everyday struggle for the improvement of economic, social, cultural and other living conditions. Work and purposeful activity are the basis of man's existence, and the younger generations will continue to be handicapped so long as they are bound by the traditional belief that their task is only to learn and to train for the active life that will come later.

Recurrent education will help to eliminate this cause for disquiet because young people, knowing that they will be able to acquire more education later on, will enter active life at an earlier point and so can make a greater contribution to the development and advancement of society. The positive effects of this will be numerous and almost too far-reaching to comprehend at the present moment in time.

4.2. Recurrent education prolongs the individual's active career and increases his labour output. The number of full-time students at the secondary and, especially, higher levels of education is uninterruptedly and rapidly increasing in almost all countries of the world. The trend of this increase is climbing at a dizzy speed

and creating many spatial and material problems. This has brought a number of countries to consider introducing enrolment restrictions for places of higher education. This is true for Yugoslavia also but the concern is almost entirely for enrolment in the universities where there is a low percentage of completion of studies (not only within the "official" time period but in general as well) and the percentage of drop-outs is high.

Parallel to this phenomenon, throughout the world and in Yugoslavia, there has been a consistent prolongation of schooling at all levels by the simple addition of a certain number of years. This has created a situation whereby a large number of people in each age-group have remained at school for a very long time and are isolated from participation in activities outside. This applies to a high proportion of the 16-18 age-group, but also increasingly to young people up to 22 years of age. Only after this long period is an individual able to enter active life, but then again he is in danger of becoming isolated - this time from education. In spite of the need for constant further training or change in skills almost no opportunities for this have been provided.

The question is justifiably posed as to whether there is any sense in continuing with this policy, which actually divides a man's life into three periods: learning and "preparation for life"; his career at work; and waiting for the "quiet life". It is not only economic reasons that protest against this situation, although they are the most tangible and the ones most frequently expressed. Of no less significance are sociological, pedagogical (in particular related to adult education), psychological, and logical arguments. The creation of a gap and an artificial conflict between the younger and the older generations is just one of the undesirable consequences. From a sociological point of view, it is positively harmful to chop up an individual's experience sharply into practical and theoretical periods, into periods of preparation and periods of "production", because this leads to conflicts between the values acquired in the course of schooling and those acquired later, in active life.

The means for dispelling this situation and its inherent contradiction in our country were provided by the already-mentioned Resolution of the Federal Assembly on the Development of Education on the Basis of Self-Government. In this Resolution it is specifically stated that, in the future, higher levels of education should normally be attained while on the job. Recurrent education provides just the policy and strategy for this, enabling the consistent and practical realisation of the principle in this Resolution while eliminating many of the factors that have led to the unsatisfactory state of affairs hitherto. The alternation of work and education, or their combination, enables the individual to gain experience through learning and practical activity at a higher level when he is cognisant of precisely what knowledge is needed and the purpose for which it is required.

The entry of individuals into active life after acquiring specific knowledge and abilities, working at jobs for which their knowledge qualifies them, and then returning to a school system in order to gain higher levels of skill and qualification, will in

no way reduce the total number of people receiving post-elementary education. Indeed, this should not be the result of any educational policy because, in the end, it would not lead to progress. What recurrent education does is to create a different distribution of man's activities, by successive alternation between work and learning, or on-the-job learning and formal learning in the educational system. In this way the boundaries between the different periods in an individual's life are effaced, and he enters active life at an earlier stage than formerly and completes his education at a later one. For most people, the work span and the post-elementary education span will almost coincide.

4.3. Recurrent education guarantees the adaptability of education to the social needs of highly qualified manpower. The lack of flexibility of the present educational system in matching its "output" to the immediate and long-term needs of other sectors in terms of specific levels of skill and sets of personnel qualification has often been criticised. Changes in technology and the organisation of labour that occur as the result of scientific progress and their application in the production sector as well as in others are frequent and intensive. The rate of these changes is very high and their duration at any one level is becoming increasingly shorter before yet newer changes take their place. This, in addition to other things, leads to a high mobility of personnel - a phenomenon that is becoming quite normal in contemporary life. At the same time, earlier-attained knowledge rapidly becomes outdated in the light of technological advance so it becomes necessary for individuals to change their jobs and their skills several times in the course of their working life. On this account the already evident difficulties in long-term occupational planning will continue to increase.

All this underlines the outdatedness of an educational policy that restricted education to the younger years and aspired to give the individual sufficient knowledge and ability for a whole lifetime by keeping him tied to the "school bench" for exceedingly long periods of time and preventing him from taking part in life outside. This policy was adequate when life and work were much less dynamic than they are now; but all signs indicate that today's rapid tempo can only increase.

All this makes new demands on the educational sector - above all that it should maintain an uninterrupted study of changes in the labour sector and adjust itself accordingly so that it can be an active factor in influencing further development and change. It is in just this sense that education in its present state lags behind and is unable to keep abreast of the changes occurring the whole time in society. The very nature of this sector is such that it leans towards traditionalism and educational changes rarely occur. Hence the necessity for constant efforts to diminish the disparity between the need for personnel with particular qualifications and the provision for their proper training.

Recurrent education provides a very effective organic connection between education and other fields of activity and between the agencies of supply and demand in the labour market at the right time and with the right people, and it is a means for making the educational system more sensitive to technological change and social

progress. Further, it can provide education with the flexibility and mobility that obtain in other sectors of society (as expressed in modern methods of work) by changing its content, its structure and its organisational system.

4.4. Recurrent education gives better opportunities for integration of education in the self-management system. The power of the State in the field of education began to diminish long ago in Yugoslavia. Today, all education is within the competence of the socialist republics, provinces, municipalities, and partially of the business and industrial sectors of the economy.

Education itself has also undergone a significant development in the direction of self-government. This is to say that the working people employed in the education sector have gained a more influential role in making decisions on the internal life and work in their institutions and on educational policy.

Neverthcless, this development was of a highly contradictory character and adequate self-government and socio-economic relations in the educational sector are far from being what they should. This does not apply only to the socio-economic relations between education and other fields of labour, but within the education sector itself.

The principal cause of this shortcoming is the manner of collecting, unifying, and distributing funds appropriated for education. The cost of education is only very slowly being recognised as one of the necessities for development in the socio-economic sector. The influence exercised by working people (who pay taxes for education) on educational policy, on the development of the educational system, and on the appropriation and distribution of these funds is still inadequate. So is the influence of educational personnel in formulating its true cost.

The Resolution of the Federal Assembly on the Development of Education on the Basis of Self-Government encourages the rapid development of a self-managing socio-economic system in education and its integration into the self-governing social order. This is not only an idealogical-political matter, but an essential point in the functioning of integral self-government.

The introduction and consistent realisation of recurrent education would make this objective a reality. Transformation of the system of post-elementary education, which would be carried out as part of the introduction of recurrent education, would mean that enterprises could exercise a higher influence on education in all its essential affairs, namely content, the educational network, educational forms, work organisation, duration of courses, day-to-day running. Conditions would thus be created so that all positive economic and non-economic trends would be directly reflected in the performance of education and, conversely, education would play an active role in economic and social developments.

The integration of education with other sectors of labour should accelerate planning because the development of a self-governing society requires conscientious action and guidance. However, such planning must be the result of agreement arrived at by the self-governing factors in development, and not of an order handed down by the State. This is also true for planning the development of education and personnel, which is a part of overall planning and, in a certain sense, is also a prerequisite for achieving the aims of the total plan.

5. A general review of the human factor in Yugoslavia as a basis for recurrent education

The structure of the active and employed population as concerns school background, vocational education and job training does not satisfy the needs of the present dynamic development of Yugoslavia, neither does it correspond to an organisation and division of labour that effectively serves the business sector. Such a situation provides a decisive reason for the introduction of recurrent education for the whole working population, and especially for those employed in industry. This is confirmed by the following data.(1)

5.1. According to the population census of 1961, Yugoslavia had a total of 18,549,291 inhabitants (2). In 1969, this number had grown to 20,351,000; at the end of 1970, the population was estimated to be about 20,570,000.

In 1961, there were 14,611,415 inhabitants over the age of ten (in 1970 there were about 17,000,000), and 6,780,135 between the ages of twenty and forty-five (in 1970 there were about 9,000,000). If only every tenth of those people took part in recurrent education, there would be an enormous qualitative rise in the level of vocational training and the general abilities of the population.

Of the total number of inhabitants over the age of ten in 1961 (14,611,415), 33.3 per cent (4,864,315) had no school training whatsoever, while 48.5 per cent (7,092,845) had completed only the first four grades of elementary school. Only 7.3 per cent (1,068,549) had completed eight years at elementary school.

As to training above the elementary level, the greatest part of the active population had completed school for skilled and highly-skilled workers (877,758 or 6.0 per cent), 311,627 (2.1 per cent) had been to secondary vocational schools, 175,915 (1.2 per cent) to gymnasiums, 64,216 (0.4 per cent) to junior colleges and 132,456 (0.9 per cent) to universities and other university-level institutions.

The situation today shows a significant improvement in elementary and directionalised (post-elementary) education, both in the sense of increased school training and in the proportions between the different educational levels.

5.2. A census taken of employed people at the end of 1968 strongly indicates the need for recurrent education and the great opportunities that are open to it.

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(1) Statistički godisnjak SFRJ za 1970. godinu (The Yugoslav Statistical Yearbook for 1970).

(2) At the beginning of April 1971 a new, complete population census was taken in Yugoslavia, and this should provide very useful data for the present work on recurrent education. It is expected that some comprehensive results will be available in the second half of this year.

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(a) The total of persons employed by the State in that year in Yugoslavia was 3,508,225. The school training of these people was as follows:

No schooling or with 1-3 grades of elementary school	273,133 (7.8 per cent)
Uncompleted elementary school (from 4th to 7th grades)	1,045,327 (29.8 per cent)
Elementary school (eight-year)	647,629 (17.5 per cent)
Various types of secondary school	1,264,480 (36.0 per cent)
Junior colleges and advanced-level vocational schools	104,360 (3.0 per cent)
Universities and other university-level institutions	173,285 (4.9 per cent)

A total of 1,542,125 or 43.9 per cent of employed persons had, therefore, acquired post-elementary education. Other practical direct beneficiaries of recurrent education are the 1,600,000 employed people with no more than complete and incomplete elementary school training. Intensive efforts are being made to get employed elementary school drop-outs to complete their education. This applies also to those classified as illiterate.

(b) The structure of employed persons according to level of vocational education in the same year (1968) was:

With higher vocational education	173,355 (4.9 per cent)
With junior college level vocational education	116,054 (3.3 per cent)
With secondary vocational education	475,409 (13.5 per cent)
With lower vocational education	311,066 (8.9 per cent)
Highly-skilled workers	234,317 (6.7 per cent)
Skilled workers	894,654 (25.5 per cent)
Semi-skilled workers	468,726 (13.4 per cent)
Unskilled workers	834,644 (23.8 per cent)

As may be seen from these figures, enormous reserves for recurrent education lie dormant, especially among those with lower vocational education and the semi-skilled and unskilled workers.

(c) Especially illustrative of this point is the structure of employed persons according to the level of vocational training actually required for their respective jobs (whether in fact they possess it or not!) In 1968 this was as follows:

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Higher vocational training	218,086 (6.2 per cent)
Junior college-level vocational training	151,963 (4.3 per cent)
Secondary vocational training	530,008 (15.1 per cent)
Lower vocational training	210,738 (6.4 per cent)
Highly-skilled workers	317,650 (9.1 per cent)
Skilled workers	991,846 (28.3 per cent)
Semi-skilled workers	521,419 (14.9 per cent)
Unskilled workers	566,515 (16.1 per cent)

A comparison of these last two tables shows an acute insufficiency of personnel with appropriate training at all levels, and hence, once again, the great need and opportunity for recurrent education. The insufficiency of people with higher training amounted to 44,731; with junior college-level training to 35,809; with secondary training to 54,599; of highly-skilled workers 83,233; of skilled workers 97,192; and of semi-skilled workers 52,693.

An exception in this comparison is the unskilled workers, who were in excess of the number needed by 268,129. A need for recurrent education is also expressed here, where a high reserve of potential beneficiaries could be trained in specific skills and then transferred into other categories of employment.

In this general context it is relevant to observe that the schemes of classification used for vocational education and training for specific jobs have long been unsatisfactory in terms of the actual structure and needs of the labour market. Greater division of labour, more specialisation and advances in the technology of production have rendered them altogether outdated. Nowadays the actual structure of employed people is quite different, and, if anything, is less favourable to general progress than the above data indicate. Only if we were to introduce a wider range of vocational skill levels in one occupation could we obtain a true picture of the conditions of, and needs for, individual types and profiles of personnel. The present system of education uninterruptedly continues to reproduce the structure we have shown to be obsolete and thus widens the gap between the demand and supply of personnel who are appropriately educated or trained. This assertion is supported by the fact that in 1969 about 100,000 workers with various levels of vocational education applied for employment while more than four times as many posts were being filled by people who had inadequate training. The following data are also significant: only 36 per cent of the younger generations acquire secondary education (secondary schools comprise grades 9-12 and are entered after

completion of the 8-year comprehensive, basic school)(1); 26 per cent of the university students enrolled at the same time complete their education within the envisaged period; about 80,000 secondary school pupils annually have to repeat a grade.

All this indicates the necessity for a radical modification of the system for training personnel, and shows the actual need for, as well as numerous opportunities offered by, recurrent education. If this modification is not carried out, rapid and effective changes in the present employment structure as well as the satisfactory meeting of other future demands seem almost impossible.

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(1) According to OECD information, Yugoslavia is ranked after the USA, Canada, Sweden and Denmark in the proportion of university-level students in the total number of all students attending all levels of education (elementary, secondary and higher). However, Yugoslavia is ranked in the next-to-last place (followed only by Turkey) in the proportion of secondary school pupils in the total number of all students at all levels of education. Any conclusions drawn on the basis of these data should take into consideration the economic and technological differences between Yugoslavia and the other countries. In any case, access to secondary education is a real "bottleneck" in the Yugoslav educational system.

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PART TWO

THE IMPLICATIONS OF RECURRENT EDUCATION

The changes implicit in the introduction of recurrent education are numerous and important. They affect especially educational policy, the system of education with all its components, labour and social legislature, and much of the socio-economic policy area. In short, we can say that with the introduction of recurrent education, we come upon a revolutionary turning-point that affects all spheres of life and work. It is therefore difficult at this moment in time to anticipate with certainty, and in detail, what the consequent changes will be. This would have to be the task of a long-term study. Here, therefore, we must confine ourselves to examining the repercussions that are more or less evident.

1. Implications for educational policy

On the introduction of recurrent education, present educational policy would undergo a reorientation which would, for the most part, consist of:

(a) Recognition of recurrent education as a fundamental principle for the long-term development of education in Yugoslavia, and as an essential feature of contemporary life.

(b) Instead of the constant expansion of education for the young alone, emphasis would be placed on establishing a balance in educational opportunity between young people and those who had already entered active life, or adults in general; and on application of the principle that higher levels of training in directionalised education could be acquired while enjoying the status of an employee.

(c) Orientation towards the construction of a graduated system of education, and towards true recognition of knowledge and abilities - not just the formal award of a certificate.

(d) Development of the knowledge and abilities of every individual in accordance with his psycho-physical make-up and aptitudes, and not primarily in accordance with the state of his material prosperity.

2. Implications for the educational system

The present system of post-elementary education would have to be completely reorganised to accord with the concept of recurrent education. The new system would be compelled to meet the following demands: equality of all forms of education for the young and for adults; vertical and horizontal mobility for all students, regardless of their economic standing or age; the advancement of young people and adults in accordance with their academic achievement; the opportunity to "leave" the educational system at any time in order to take up an active life outside, and then resume education when desired without there being any obstacles in the way of this; completion of every level of post-elementary education, in the sense that an individual becomes qualified to join the active labour force but can resume his schooling at the level reached in his earlier period of education.

Transformation of the present educational system would involve all its components. Here, only those of the highest significance are discussed.

2.1. Firstly, we would mention changes in the vertical graduation of present levels of education. All post-elementary education, which in the present system consists of secondary and higher (all post-secondary) education, would become an entity which for the time being we will call directionalised education. Instead of the present very rigid frontier between secondary and higher education, a complete series of subordinately arranged levels would be set up, each of which would offer a two-fold opportunity to every person completing it: (i) to proceed to active life outside, and (ii) to continue education from the level reached whenever this might be desired. Neither one of these two alternatives may be withheld, overlooked or favoured.

In view of the differences which will long be present in Yugoslavia between labour with its complex structure and the principles governing the use of equipment (mass industrial production; developmental and supplemental tasks for mass production; new industry on the basis of outdated technical-organisational principles; new industry on the basis of new technical-organisational principles), and in view of real economic opportunity in Yugoslavia, the education system for the work force will have to reflect a modern classification of skills founded on degrees of work complexity. The division of skill classification into unskilled, semi-skilled, skilled and highly-skilled workers is untenable under conditions of differentiation and integration of job functions. A completely different system will have to be evolved that caters for the combination of skill and occupation, several levels of skill within one occupation and several types of occupations within a specific level of skill. It is believed that with the advancement of unification of the means of production made possible by the introduction of sophisticated mechanisation and automation in the primary, secondary, and tertiary sectors of the economy, there will be an increase in the need for broadly-educated personnel for the more basic occupations. These needs are already evident today, although in lower proportions, in certain branches of production and in some activities in the tertiary sector.

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2.2. Significant changes are anticipated in forms of education - in schools and other educational institutions. The acceptance and practical implementation of recurrent education demands that a break be made with the traditional organisation of education and with classical, post-elementary educational institutions. All types of present secondary-level schools must be reorganised into new institutions in which the functions and educational content of several hitherto distinct types will be unified. For example, instead of there being separate schools for training skilled workers, technicians and highly-skilled workers all in the same occupational category, single schools of a new type would train for various levels of skill in all technical-production jobs within one general occupational category (1).

Parallel with these institutions, other unified schools could be formed for the education of tertiary sector personnel, in other words, for all occupations that can be loosely called non-productive. This would entail a certain amount of integration of gymnasium, and of economic and commercial schools of various kinds. These institutions (centres) would also offer education at a number of different levels.

Some of these new educational institutions could develop within the framework of an association of enterprises from individual sectors, branches, and groups of labour. This would be a means of achieving a true integration of education with other sectors of the economy. The development of educational institutions as organic parts of associated enterprises would create the opportunity for working people to exercise a direct influence both inside and outside the production sector, and jointly determine policy goals as well as the conditions needed for their implementation in education as well as other fields. Regular technical equipment could then be made available for educational purposes, and some factories could serve as "educational plant".

One of the positive effects of an educational organisation such as here envisaged would be the closing of the wide gap in socio-economic position between educational personnel and those employed in other sectors of the national life.

In these educational institutions both younger and older people would receive education, equally and without any restrictions whatsoever. Naturally, in the actual arrangement of courses consideration would have to be given to the various psycho-physical traits resulting from different age levels, way of life, occupational experience and so on. However, once initial skills have been acquired, further education would be obtained after longer or shorter periods of time spent in active employment, so these differences between individuals would become of increasingly less importance.

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(1) There is already the beginning of such a system in Yugoslavia to answer the requirements of labour. The institutions are called "school centres".

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Recurrent education would also require the complete reconstruction of the present system of higher (university level) education. Up to now it has exercised a strong influence on the organisation of secondary education. It imposed its own conditions, demands, and criteria. With a new structure envisaged for post-elementary education (unified schools training for numerous levels of skills), this influence would have to be mutual. However, as this would develop in stages, higher education would have to be even more adapted to secondary education as reconstructed and would offer higher training in continuation of that acquired earlier at school. It would then be a part of the unified system of "directionalised" education, but would cater for more levels.

Higher education would also be completely accessible to older people as well as the relatively young, but, even more than in preceding levels, the majority of beneficiaries would come from the labour force. However, this does not mean that young people without working experience would be prevented from continuing their education direct from school. This would depend on personal circumstances such as talent, ambition, previous performance and opportunity to enter the labour stream.

2.3. The concept of recurrent education will cause significant changes in the duration of education. The objectives of recurrent education as already stated will not allow for the same length of educational periods as at present, not even in the fields of adult education. This is due to the situation of the beneficiaries themselves who will be partially or predominantly employed. Their ages, personal and occupational experience, social background and so on will be highly varied. Further, education for many more levels of skills within the framework of one category of occupation will demand different time lengths, as will education for the various occupations themselves - by branches and fields.

As the result of all this (and for other reasons) it may be said with certainty that post-elementary (basic) education in the future cannot be organised according to the present system of grades and years of learning, semesters, and qualification periods. What is more, a specified number of hours to be spent learning a "subject" or "method unit", or for a course of study, could not be uniform for all entrants under the conditions of recurrent education. There will have to be several alternatives with varying periods of time to enable the beneficiaries, especially those employed, to advance at different rates for different subjects.

Instead of the strict grade, semester and year basis, a solution should be sought in the formation of new, smaller, and more compact periods of varying duration, during which the specific knowledge acquired composes one "educational unit" that may be expressed by a fixed number of credit points. The time needed to accumulate the necessary number of credit points for one unit will depend upon the psycho-physical traits of each individual. An accumulation of such "educational units" could entitle the beneficiary to a certificate of achievement for a specific level of skill within an occupational category. This, in turn, would give him the opportunity to interrupt his education and return to active life or to acquire more "educational units" at higher levels of education.

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This system of educational units would enable students to interrupt or terminate their education after each has been completed. In other words, when a student has mastered all the subject matter contained in an educational unit (in a time suited to his own ability), he can apply for a more complicated and better paid job, if this is allowed for in the norm regulations of the enterprise that employs him. Application could even be made in cases where a student has not completed the entire combination of units needed for a specific level of skill. In this way, educational units represent a value component by which an individual can improve his economic standing by increasing his share of the profits of the enterprise.

Various combinations are feasible, for example, repeated job interruption to return to education (the mastering of one educational unit each time) or longer stays in education (the mastering of several educational units at one time). The choice to be made by the individual will depend upon the present state of his employing enterprise and on his own personal situation.

2.4. Changes in the content of education will also be necessary. Because of the increasing integration of education with other sectors of the national life, it is expected that these other sectors will have a much greater influence on its content, in other words, on the curricula of directionalised education at secondary and higher levels. Another positive element in this direction is the fact that students in post-elementary schools will already be employees. They will have a lower or higher degree of occupational and general experience, a knowledge of the field they intend to study and a precise understanding of their educational needs. Their contribution to the formulation of curricula will be much more valuable than it could possibly be in the present system where only young people are being educated. In this respect, the experience of adult education institutions will be of great assistance in working out proper procedures.

Changes in teaching content and presentation will also be affected by knowledge of the weak points that are admitted to exist in present curricula, both in secondary and higher education. The most serious of these are: too much detail, excessive historicity, obsolescence and the slow introduction of scientific and technical advances into the curricula, lack of co-ordination between the content of education and the requirements of the labour market.

Curricula, especially in some of the present forms of schooling, must therefore be carefully corrected in order to conform with the pattern of directionalised education. The new curricula will no longer be orientated exclusively in a humanistic or a technical direction, and theoretical or pragmatic over-emphasis will have to be avoided. The content of all post-elementary education will be generally cultural and oriented towards the modern aspects of a society where industrial and technical realities play a very important part, their application depending, however, on the development of self-government and socialist relationships within and between all sectors of the society. Curricula too, therefore, must be oriented towards the technical-industrial and socio-cultural aspects of our society so that every individual will be prepared to establish a meaningful position in it. In all this, recurrent education will provide the principal means for closing the present gap between the education service and the needs of the working population, both sociological and personal.

2.5. Recurrent education will also evoke changes in the forms and methods of teaching. All the factors so far noted as reasons for a change in the content of education will evoke changes in the forms and methods of teaching also when recurrent education is introduced. Especially important is the fact that the regular education system will be accepting adults who have clear and specific motives for joining that have not been inspired by external factors. Thus they will not feel that education is a kind of alienation - as almost all young people have felt hitherto. More emphasis will be given to independent work by each individual for his own vocational advancement, to constructive group work, and to the teacher playing the role of organiser, helper and "first among the participants" in education - instead of being almost exclusively, as at present, the instrument for the foundation-laying and transfer of knowledge. The all too familiar memorisation and verbal reproduction of knowledge by teachers must now be limited to reasonable proportions to allow for the development of other abilities such as understanding processes, adaptation to developmental demands or the application of specific knowledge, skills and abilities under different conditions. Further improvement in the form of teaching will come from recent advances in educational technology that will substitute present sources of knowledge in the classroom - especially the teacher's spoken word.

2.6. The system of evaluating knowledge or achievement will also be changed. The elimination of the year, grade, and semester system also implies significant changes in the manner of formal evaluation of individual levels of education and their co-ordination with the system of "knowledge units" or "learning tickets". This problem will be the subject of a special investigation to be made by experts and their recommendations cannot be anticipated at the present time. Nevertheless, it is reasonably certain that recurrent education should largely eliminate repeating, excessive time spent at one level of instruction and widespread dropping-out - all of which cause longer or shorter time losses between elementary and secondary or secondary and higher education. The system of "knowledge units" and "learning tickets" will painlessly enable everyone who is unable to continue education to enter active life with full recognition being given to the knowledge and abilities he has acquired up to that time.

2.7. Changes will also ensue in the structure of teaching staff. The reorganisation of post-elementary education must also include all forms of teacher training. Everything that has been said up to now about "directionalised" education applies also to teacher training institutions, with a few modifications being necessary to meet their special circumstances.

Significant changes must first be made in the recruitment criteria for teaching staff, and then in their training. For instance, the present methods of selection and training for teachers of individual branches of science will no longer be suitable because they pay no regard to production processes or other practical applications. The point here is the need for a flexible interchange between education and other sectors of the national life. Many experts from these other sectors (economists, applied scientists, technologists, for instance) would have to participate in education as teachers. Naturally, they would first have to undergo special training to acquire such pedagogical knowledge and practice as was necessary properly to apply the occupational knowledge and skills they already possessed.

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This would mean that experts who had reached a given level of education in any field would have the right, after brief but specialised training, to teach for their own profession or, more generally, up to their own level of education. In practice, this arrangement would not easily apply to such disciplines as science, technology, economics and the like. Certain areas of the humanities might well have to be exceptions, for example: languages and literature, history, art, sociology and philosophy.

3. Economic aspects of recurrent education

The concept of recurrent education undoubtedly has far-reaching economic implications, but a detailed forecast of these would first require a broadly-organised investigation and the assembly of considerable documentation. In general terms, however, they can usefully be considered in relation to three broad aspects of the national life: (i) society as a whole and the various enterprises and their organisation within it; (ii) the individual - the working man; and (iii) the education sector (1).

3.1. It is a well-known fact that the rate and character of development of any country greatly depend upon the abilities and professional quality of its personnel and their optimal distribution throughout the various sectors of labour. The basic objective and vital function of education then becomes obvious: it is a unique force for production in society and an integral factor in social development.

Also well-known is the present situation in Yugoslavia where neither the general and professional level of personnel nor the structural relationship between the various levels of education and vocational training are satisfactory. In this respect we are in a contradictory situation: on the one hand, there is a high demand for qualified and capable personnel, especially in key positions in the economy; on the other hand, these positions are frequently occupied by people who do not fully satisfy the management needs of modern commercial and social organisations. This makes it impossible to absorb new technology and organisation methods even when this technology is available locally. Examples of this may be found everywhere, and its effect on industry, other branches of the economy, and on the whole of society are self-evident.

This problem cannot be resolved by instruments of economic policy alone. The solution does not lie in the maxim: "those who are insufficiently educated or vocationally under-trained should leave industry and make room for younger experts". Even if this were feasible, it would be completely contradictory to our system of socialist self-government and the fundamental principles of our revolutionary development.

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(1) The economic position of education and the development of socio-economic relations in this sector will be considered in more detail in the section on financing education under the system of recurrent education later in this report.

Recurrent education, however, is one of the solutions being offered. It provides the opportunity for employees to acquire greater knowledge and ability in the accepted educational process without loss of their employment status, and subsequently to return to a suitable job, thus making room for others to acquire education under the same conditions. This constant circulation would mean the uninterrupted introduction of new knowledge and scientific advances into the production process and into other occupational sectors. It would also provide a unique and effective connection between contemporary science and its practical application - all of which would result in increased labour output.

Another important element here is the opportunity offered by recurrent education for rapidly solving the employment problem. The constant alternation of periods of labour and of education would enable increased employment, not only by filling the jobs left by by those annually returning to education but also by opening new posts leading to better labour organisation, higher output and more profitable business transactions. These advantages would be enhanced by the ever-increasing level of occupational skills. Economic analyses of many enterprises show that, even now, a good percentage of their members could leave without impairing business operations, and that these enterprises could organise themselves more effectively and could continue to make progress. This would still be true if the redundant members continued to receive their present incomes. Herein would lie one of the advantages of recurrent education: why shouldn't these people participate in the regular process of education and then subsequently return to active life with greater knowledge and ability potential?

In discussing the economic aspect of recurrent education in relation to industrial organisations and other associations in society, we must take into consideration the element of "savings" in the funds now being appropriated by society. It would be realistic to assume that recurrent education would lead to a certain increase in the funds allotted to education so that regularly employed people attending school would continue to receive their personal incomes as well as other benefits for themselves and their dependants, such as health and social insurance. Allocations for education would have to increase anyway to meet the costs of the creation of better working conditions, the change-over to "directionalised" education (inevitable even without the introduction of recurrent education), improvement of the material standing of personnel, and increase in the number of people attending school.

Even so, the increase in educational costs due to recurrent education would not be large because opportunities and compensations would be counterbalanced. This estimate is based on the following assumptions:

(a) There would be a significant decrease in the length of time spent by young people in the educational stream while they were getting their initial qualifications, and hence a decrease in the time spent on their education while they were not yet classed as employees. In other words, the number of persons remaining in formal education against their own will would be decreased. Instead of an entire generation (those going on to post-elementary

education) having to spend 3-4 or more years at one level, many will leave after only two years, and the others at different times. They will then enter active life and participate in the profits of labour.

(b) The system of recurrent education will almost eliminate the repeating of grades or semesters - something that has always been a considerable loss of time and money in Yugoslavia.

(c) Drop-outs from secondary and higher education will also be eliminated. At present, drop-outs never return to formal education, in spite of the fact that only very little may be needed to complete a given level. With recurrent education there will be an increase in the percentage of people completing their schooling on time - indeed all students will finish their studies on time because, in the graded system envisaged, there will be a constant outflow from education into labour at every level.

3.2. Another economic aspect of recurrent education relates to the individual, the working man, although it is very difficult to isolate it from those already discussed.

By increasing his abilities and skills through education, the working man gets the opportunity for higher wages or, in other words, for improving his own material wealth and that of his family. This, in turn, enables him to play a larger role in civic affairs and to contribute to the creation and enjoyment of cultural activities - for he is no longer obliged to spend most of his time working in order to earn enough for his daily needs.

Recurrent education, however, would make young people financially independent of their parents or other sources of support much sooner as it would afford them the opportunity to work and earn, to take the future into their own hands, and to decide on their occupational training and education at a much earlier age. In a job situation, young people would be newly motivated to continue their education because they would then know exactly what to learn and why.

4. Social and political implications of recurrent education

The most positive social result of recurrent education will be the offer of equal opportunity to all citizens regardless of age, social origin, or material prosperity. There are, however, others that are also very significant. These include: the neutralisation of differences in the rate of maturity of members of the same generation as between rural and urban areas, or environments that vary in the degree of their development; the elimination of reasons for specific occupations and levels of education being the prerogative of particular social groups; the easy and painless transfer of the agricultural population to non-agricultural sectors (one of the objectives of Yugoslavia's socio-economic development plan); a contribution towards evening out the disparity between mental and physical work; the establishment of cohesive relations between theory and practice.

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Another important element here is the contribution of recurrent education to general social unity of the Yugoslav nationalities and national groups. This will be directly achieved through the integration of education and labour within the framework of organisations of associated labour throughout the different sectors of the economy. These organisations were created without respect to any provincial or other territorial boundaries.

As each individual will have the opportunity of climbing the educational ladder at his own speed, which will mostly depend on his own abilities, it will be easier to discover his talents for various civic activities and use whatever he has to offer to the overall welfare of society more effectively. Inability in these respects is generally admitted to be one of the weaker points in the present system of education.

Elimination of the isolation of education from the general trends in our economic, social, and political development will also be a consequence of recurrent education that should not be underestimated. We have witnessed many conflicts between the idyllic vision of life and society, especially of socialism, which young people (isolated from active life)have while still at school, and the actual battle for self-governing socialist relations being fought under realistic and contradictory conditions. Many misunderstandings, obscurities, and even disappointments were inevitable under such circumstances.

We are not demanding a conformist system of education, but the elimination of a patterned, shortsighted view of social development. We are concerned with the formation of flexible personalities who are capable of comprehending and accepting the dialectics of social development and contributing to its advancement.

5. Labour relations, social and health insurance policy

Recurrent education and the desire to have it put into practice require significant changes being made in both general and internal legislature. These changes affect laws and regulations embracing education as well as those that regulate labour relations, social security, employment, distribution of revenue (especially of personal incomes), health insurance and so on.

Recurrent education, as a self-governing social principle of educational organisation, must find the realisation of its content and scope through self-government norm regulations. It may be expected that working people, through self-government agreement-making and decision-making, will resolve all problems of broad, mutual interest. Such action is not at present empowered by the self-government norm acts of any one enterprise or school.

5.1. Firstly, the introduction of recurrent education will necessitate changes in the Yugoslav constitution and in the constitutions of the republics to formalise the inalienable right of man to education which determines his position in associated labour, the major factors in self-government and in socialist expansion. Additionally, constitutional articles should guarantee the opportunity for the successive alternations of participation in work and education, thus providing greater access to education for people from all social strata.

5.2. There should also be radical changes in labour legislature. Present labour laws are an obstacle to the realisation of recurrent education. This is especially true of those articles that define the concept of an employed person, working hours, distribution of personal incomes, transfer of labour and the retraining and rehabilitation of workers. The regulations concerning personal incomes will have to be modified so that working people can receive their salaries while attending school for recurrent education. In this connection, a minimum of rights should be defined in the regulations of larger socio-political communities while the other rights and their quantification should be regulated by social and self-governing agreement-making in the workers' organisations.

5.3. The implementation of recurrent education will also necessitate changes in certain social security regulations. The principle of years at work providing the basis for retirement benefit will have to be adjusted so that periods spent in school (under specified conditions) will be recognised as work time. This must also apply to pensions for invalids and health insurance.

5.4. As the introduction of recurrent education will be accompanied by a dissolution of the present system, a great number of regulations concerning education will have to be radically altered, especially those relating to the organisation and operations of secondary and higher schools, schools for skilled workers and apprentices, and the self-government and financing of educational institutions. The new regulations would establish changes in student status, access to education, the organisation, methods and structure of education, its duration and the conditions governing transfer from one form of education to another.

These changes should come about gradually, over a long period of time. At the start, while recurrent education is in its experimental phase, it will be sufficient to introduce only some of them so that the enterprises and larger associations that will be acting as experimental centres can depart from present regulations and proceed with their work in accordance with the new principles.

5.5. The labour laws and provisions for social and health insurance have, of course, a direct connection with recurrent education in practice and even the minimal realisation of this concept must depend on the necessary changes being made in these areas. This is especially true for the manner in which the system of self-government will create norms to legalise alternating periods of work and education.

Labour relations in our self-governing society are fundamental and determine all other relations. It is important, therefore, that much of the demand for recurrent education comes from the labour sector for which over 95 per cent of the beneficiaries would be trained. It is in this sector too that the results of recurrent education will become most apparent, so it is labour that will be the first judge of its efficacy and success. All this well justifies the effort being put into the adaptation of the labour laws and regulations to make recurrent education possible.

In short, then, changes in labour, social and health legislation are the prerequisite for implementing the fundamental principle of recurrent education, namely that a person employed in a working organisation can return to formal education when he himself chooses (or when this is proposed by his place of employment) without loss of his employment status or any of the rights attached to it.

The practical implementation of this principle, and all its prerequisites, should normally be regulated by the norm acts of the various working organisations. It is natural that such regulations will differ from place to place for they will depend upon many local factors and differing conditions in the work organisations and the larger organisations of associated labour. Nevertheless, the right to interrupt employment and resume education, as a fundamental principle, must be standard everywhere so that all working people will have equality in this opportunity.

5.6. To avoid misunderstanding in this connection, the importance of the planning function in the workers' organisations should be made clear. Working organisations and larger organisations of associated labour, taken integrally, are the major instruments of planning in Yugoslavia, and personnel development is regarded as an important component of this. Recurrent education will enable work organisations to perform this function more efficiently in the sense that they will no longer be concerned solely with the intake of young people from the school system (or from anywhere else outside), but also with their established personnel who will be able to acquire higher abilities and skills under the new system. Indeed, recurrent education will never become a reality unless there is such a corresponding increase in the scope of personnel planning to include the education and development of individuals already in full employment.

In the practice of personnel planning, there will have to be a specified rate at which employees resume their education and at which they return to work, so that production and business schedules are not impaired. To this end, regulations will have to be worked out and enforced to establish a time distribution for the participation of a fixed percentage of employed persons in education. This, however, should not endanger the right of the individual to obtain education within the new recurrent scheme.

5.7. In addition to the changes that will be made in the regulations of the associated labour organisations and elsewhere, it will be necessary to work out a norm system of employee promotion on-the-job to accord with their attainment of higher knowledge and skills. This system must be directly based on job classification, character and complexity, and on the skill levels demanded of the job-holders. Income and distribution of revenue should be such that they stimulate participation in recurrent education.

In this way, recurrent education will provide for the occupational advancement of employees and break the old tradition of employees finishing their careers with the very same qualifications they had when they started. Furthermore, recurrent education will affect retraining (the attainment of new skills within the framework of one occupation or another) and could even change the character of occupations themselves by the introduction of new technological advances. In the course of all this, at no time would there be any

threat to the material well-being of the individual returning to school. Rigid differentiation between occupations, favoured by the present system of education but not suited to modern economy and labour organisation, will be ameliorated and this will accelerate the mobility of labour within the whole structure of employment.

5.8. Recurrent education will also help to solve the problem of jobs that impose unusual conditions or are potentially harmful to health. The greater opportunity it provides for retraining or cross-posting make it easier for the people holding these jobs to transfer elsewhere before any harmful effects are suffered.

All these considerations go to show that the workers' organisations will be the decisive factor in determining the fate of recurrent education. Everything turns on whether they offer or withhold the support that is essential for its realisation and development.

6. Changes in the system of financing education

Recent analyses of the present system for financing education have confirmed its efficiency in many respects, but have revealed the need for change in others. These changes are already under way due to the strong influence of the Resolution of the Federal Assembly on the Development of Education on the Basis of Self-Government. Thus, the weak points of the present system will be eliminated and new socio-economic desiderata will soon be built into the education sector in accord with its true role in society.

6.1. The basic principle on which the new socio-economic ingredients in education will be developed by changes in the financial system are implicit in what has already been said. It may be useful, however, to spell out several of them.

(a) The policy for development of education, as well as the conditions, methods, and funds for implementing it, should be decided upon by the working people in associated labour organisations, the citizens in socio-political communities, and by personnel in the education sector.

(b) In order to establish such a policy and to provide the conditions and consolidated funds for education, the working people in associated labour organisations (including education) and the citizens in socio-political communities will organise themselves in such a way and at such levels as best suit their needs and the interests of overall social development.

(c) Funds for "directionalised" education should be provided from the total social revenue, thus reflecting the true role of education in the socio-economic system.

(d) From the aspect of acquiring funds and their subsequent distribution, educational personnel should be afforded the same socio-economic position as enjoyed by working people in other branches of associated labour.

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(e) All forms of education for youth and adults must receive equal treatment as far as concerns funds and other provisions necessary for their realisation and the establishment of socio-economic relations internally and externally.

This system of financing "directionalised" education would do away with the binary method at present used whereby part of the money is raised through a fixed levy on the workers' organisations while the remainder comes from special grants made by the workers' organisations to meet specific needs such as scholarships, vocational education courses, retraining and further training, socio-economic and political education and elementary education for adults. Under the new scheme all these funds would be consolidated and their use for education of youth and adults as well as for self-government would be managed by a special body set up for this purpose.

The creation of such a system for financing and socio-economic relations is yet another of the prerequisites for the realisation of recurrent education which itself will be an effective means for facilitating the integration of labour and education, and especially for helping education to become a part of the development programme decided upon by working people in the associations of labour.

6.2. An especially important question will be the way in which recurrent education would affect the scale of the funds now being allocated to education and of those earmarked for education in the medium- and long-term plans for development. In arriving at a clear answer to this question, the following data are helpful:

(a) In 1967 the educational community absorbed a total of 4,289 million dinars (about 4.9 per cent of the national revenue) and in 1968 5,307 million dinars (about 5.2 per cent of the national revenue) (1). In addition to this, workers' organisations allotted 415,000 thousand dinars to education in 1967, and 398,800 thousand dinars in 1968. This amounts to 9.7 per cent and 7.5 per cent of the funds at the disposal of the educational community in these years.

There are, however, still other sources of money available for education. Large amounts are given by socio-political organisations, various associations and individuals who pay their own school fees. Data on the funds given by workers' organisations, not counting those of the educational community itself, are not complete. It would be realistic, therefore, to assume that the total funds for education are up to 15 per cent higher than those recorded in the previous paragraph.

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(1) Data from the Federal Council for Education and Culture's "Socio-Economic Relations and the Material Base of Education ...", 1970

(b) Investments in education showed a growth tendency in 1969 and 1970, and it is expected that this will continue in coming years. According to some earlier forecasts, the total costs of education in 1975 will be 9,900 million dinars, and, in 1985, 23,200 million - or 3.4 times higher than in 1968. According to still another estimate, these amounts will be even higher: 1975 = 10,186 million; 1985 = 25,800 million or 3.9 times higher than in 1968(1).

The latter forecast is based on increased estimates for the period 1970-1985: gross national product 7.82 per cent annually; total employment 3.20 per cent; employment in the education sector 3.2 per cent; personal incomes of educational staff 5.80 per cent, and so on. It supports the concept of recurrent education, as the material basis for it could be provided without the addition of large funds. Nevertheless, the realisation of recurrent education would require somewhat higher funds than those presently available for education but it is worth noting that an increase is being planned anyway, regardless of recurrent education.

(c) For the time being, it is very difficult to state in precise percentages just how much investments in education would have to be increased for a change-over to recurrent education. This is even more complicated by the fact that the increase in funds for education during the last fifteen years (in Yugoslavia and throughout the world) surpassed all forecasts, even the most optimistic. There is no reason why this should be any different in the future.

Still, in the light of all the information presented here, and taking into account the savings that would be made by introducing recurrent education (due to the lower number of repeaters and drop-outs, shortening the length of time for studies, and the establishment of a more realistic relationship between the number of people being educated at different levels - the most expensive and most widely-expanded being higher education), the implementation of recurrent education on a broad basis would increase total envisaged educational expenditures by a maximum of 15-20 per cent. This increase would be exclusively caused by "leave with pay" for the purpose of educating employees returning to education without loss of the rights afforded to them by their employment status.

On the other hand, the total gains in the production and other sectors of society as a result of this type of education would be incomparably higher. Thus, across the whole spectrum, education would actually cost less. This assertion should, however, be confirmed analytically and experimentally before a decision were taken to apply recurrent education on a really wide scale.

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(1) Data supplied by the Federal Executive Council from material on educational development, entitled "Analysis of the Material Position of Education with a view to Further Development of the Material Base and Financing up to 1975". Belgrade, 1971

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The increase in expenditures resulting from the introduction of recurrent education could also be diminished if the beneficiaries with higher employment status were partially to share in the cost, if only symbolically. In view of the personal interest every employed person is likely to have in returning to school, this possibility should perhaps be included in the concept. The rate of personal participation, however, should be moderate enough to act as a stimulus for education, not a deterrent.

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PART THREE

A PRELIMINARY LIST OF QUESTIONS AND PROBLEMS CONCERNING THE SUBJECT-CONTENT OF THE RESEARCH PROJECT

Reconstruction of the national organisation for employment and education to meet the requirements of the new form of integration of active life and education (the strategy of permanent education) requires a professional and scientific study of all the relevant components and conditions needed for transformation of national policy in these sectors.

The terms of reference for this study are at present pretty broad, as broad, indeed, as its title: "Recurrent Education in Yugoslavia". The need now is for a breakdown of the subject into its component sub-topics, or complexes, and the formulation of key questions and problems that should be investigated in depth.

On the basis of new knowledge gained in Yugoslavia and in other countries (using the results of previous investigations made by CERI), a preliminary list of such questions and problems is proposed. It should be considered more as a guideline than something definitive for it may well be changed and supplemented as the Research Project proceeds.

The purpose of singling out particular questions from the general subject is of tactical, not strategic, significance. It is a means for rapidly reaching the objective, but it is not, of course, the objective itself. Individual questions and problems will, therefore, be investigated as such, but in their conceptualisation and the choice of methodological procedures and techniques for their study they will continue to be regarded as component parts of a single, much larger problem. The dynamics and inter-dependences of the results of these individual studies will be considered in the concluding phase of the Project.

The subject of the Research Project, then, will be treated in the following four parts, or complexes, each of which contains a number of pertinent questions or problems:

Complex A — Recurrent education and the position of the individual in the system of organised life and work

Complex B — Recurrent education and the organisation of production and of other forms of human activity

Complex C — Recurrent education and the organisation of the system and practice of education

Complex D — The economic-financial aspect of recurrent education

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Within the framework of these complexes, it is possible to achieve a rational interplay between fundamental and applicational approaches and results. In other words, the last part of the Project dealing with the subject in broad terms will yield fundamental results but, at the same time, it will also throw light on problems of a practical nature.

Complex A - Recurrent education and the position of the individual in the system of organised life and work

The objective of this investigation will be the socio-economic, political and sociological aspects and effects of recurrent education under the self-government system of organised life and work. It will be concerned with the following problems:

1. The access of the individual to education (analysis and comparison of the present educational system and policy and of recurrent education). Realisation of the right to education. The interrelationship of the right to work and the right to education.

2. The security of occupation, on the one hand, and the system of education on the other (educational and personnel policy), especially in terms of rapid technological changes (a comparison of the present system and policy with recurrent education).

3. The relationship between generations in the present system of education and of personnel policy, and as it would be under conditions of recurrent education. Economic, social, sociological and political aspects.

4. The opportunity (scope and limitation) for participation in civic decision-making while at school.

5. Education and social differences in the self-governing society.

6. Time spent in the formal educational process and in more general education. The economic, social and political position of the individual.

7. A comparison: the favourable and unfavourable effects of recurrent education vis-à-vis the economic, social and political position and role of the individual at work and in civic life.

Complex B - Recurrent education and the organisation of production and of other forms of human activity

This complex is concerned with the organisational, technological, legislative and general labour aspects of recurrent education; in other words, the components and instruments for changing the social organisation of work and of leisure time. For the present, the following problems are seen to lie in this complex.

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1. Analysis of the reintegration of labour and education with regard to technological changes, modernisation of the organisation of labour, shortening time at work and the development of self-government and the greater economic and social efficiency of labour.

2. Preparation of schemes for the distribution of the individual's time as between education and work with allowance for basic regional and branch differences. Theoretical approach and alternative working model. The question of the advancement of employees in recognition of their having undergone further education.

3. The effect of recurrent education on labour and other social legislation.

4. Associated labour as the major provider of educational motives and interests. Motives based on work as compared with motives stemming from other sources.

5. The planning and programming of work and education. A model and its major factors; the influence of planning on the greater economic and social efficacy of education.

Complex C - Recurrent education and organisation of the system and practice of education

This complex is concerned with the educational and adult educational aspects of recurrent education and the changes that should be made in the system, content, forms and methods to meet the requirements of recurrent education. The following questions and problems are included in this complex:

1. The basic tendency of change in the system of education, as it affects recurrent education. Changes in elementary education. How to overcome the separation of education and work in the educational system (first education and then work or should it be education and work together?). Elimination of the rigid boundaries between formal education and other forms of education and between the different levels of education. The relationship between learning at school and learning outside.

2. Changes in the content of education (all levels).

3. Precise establishment of the volume, structure and time distribution of the educational period in recurrent education. Definition and assignment of "educational units". Factors in the calculation of "educational units".

4. Comparative analysis of the fund of "educational units" in the present system and in recurrent education. Establishment of practical procedures for advancing employees under the system of recurrent education.

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5. Modern technical aids for teaching under conditions of recurrent education. Greater opportunity to use these, especially industrial resources. The possibility of bringing outside experts into the teaching profession as teachers in recurrent education.

6. Provision of uniform and high standards of education in recurrent education. Problems of formal education evaluation at different levels of education.

7. The position of educational institutions and of kindred institutions engaged in work in a system of recurrent education.

8. Basic educational-pedagogical problems attendant on recurrent education.

Complex D - The Economic-Financial Aspect of Recurrent Education

Within this complex, three areas would be investigated:

(a) how recurrent education can influence a better use of the human factor in economic development;

(b) what are the advantages of recurrent education in minimising expenditures and maximising the contribution of education to economic development; and

(c) what are the advantages of recurrent education in view of the principle that education should be financed on the self-government revenue principle, i.e. without intervention from the State.

Specific problems within this complex are:

1. The quantitative aspect of the extent of recurrent education, its duration and the relative times that should be allotted for education and for work during the period up to 1985. This includes:

   (a) planning for new, young generations for schooling and of the present generations already in the educational process - contingents by years and their number in the present school system and as they would be in a system of recurrent education;

   (b) planning for working generations up to 1985 and their inclusion in education;

   (c) total contingents for education(within the present system and for recurrent education);

   (d) the participation of the total population in education (under the present system of education and under recurrent education).

2. The time-input into education (number of lessons or teaching weeks per student, annually) in the present system and in recurrent education. A comparison of the total annual fund of educational activities and an alternative time distribution.

3. Analysis of typical models of recurrent education from the viewpoint of a graded (vertical) connection between occupation and level of skill; the investigation of practical means and opportunities for the application of recurrence in order to acquire the knowledge and procedures required by specific occupations.

4. Analysis of the effect of recurrent education on the higher inflow of skilled people into the labour market. A comparison of the present system with the recurrent system. Increase in inflow and decrease in human-factor losses.

5. Comparative analysis of the cost of education, by types of school (per student annually and per graduated student; by "educational units", "learning tickets"). Comparison: cost per graduated student in the present system with cost in the system of recurrent education, i.e. "educational units" or "learning tickets".

6. Alternatives for paying personal incomes to those who return to education under the recurrent system. Estimation of their effects in the light of the plans referred to in 1. above.

7. Analysis of the present contribution of education to economic advancement. A model of analysis. Analysis of the contribution of education to economic development according to the principle of recurrent education, taking into consideration the following as corrective measures: greater extent of education, changed content, and closer relationship with labour. Comparison of the contributions made by these two systems and their effects.

8. Comparative analysis: present system of education with the recurrent system of education. Costs, extent of population included in education, number of graduated students, rate of change in the skill structures of the employed and wage increase.

9. Investments in education needed for running the present educational system and running recurrent education. Here the following facts must be taken into consideration: (a) the need for teaching staff in the present system and under recurrent education (opportunity to enlarge the teaching staff by including qualified people from other sectors); (b) investments in buildings and equipment.

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10. Preparation of a model for financing recurrent education (with several alternatives) which would show the possibilities for the direct financing of education by workers' organisations. This model should allow also for specific costs incurred in the case of teaching, personal incomes and financial obligations for providing all social rights while an employed person has returned to school and is temporarily off the job.

11. The cost of education under the system of recurrent education.

12. The strategy of introducing recurrent education from the economic aspect: (a) strategy alternatives from the economic standpoint (procedure, priorities, etc.); (b) necessary organisation (or re-organisation) of society and the economy to allow for recurrent education (planning, changes in work time, etc.).

Taking into consideration the complexity of this part of the Project, it is necessary to prepare the following documentary material: (a) statement of contingents of young generations up to 1985; (b) statement of the trends of education on the basis of the present system, volume and structure of education, and potential contingents for education up to 1985; (c) age and skill structures of the active labour force in 1971 (population census) according to sectors, criss-crossing ages and skills; (d) costs of education at the present time (total, per student annually, and per graduated student according to type of school); (e) model of work and educational time schemes in the system of recurrent education.

The operational work programme for the project

Work along the lines described above and notably on each of the four "complexes" is now under way. Several monographs on specific issues related to recurrent education are being prepared and questionnaires have been sent to working organisations, universities and other post-secondary institutions, workers' and peoples' universities and educational centres. Their aim is to gather information on the experience that all these institutions have with already existing courses of recurrent education for actively employed people. A special report summarising the answers to the questionnaires will be made available.

At an earlier stage, i.e. at the period of discussing and preparing the views and statements as to a system of recurrent education as they are formulated in the underlying report, a large number of meetings with representatives from the labour force and from education had been held in order to obtain their views on a recurrent education system.

Furthermore, the sites or regions where recurrent education could be introduced at an experimental level have been selected. An attempt is also being made to analyse a number of industrial jobs as to the educational qualifications required for their fulfilment.

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On the basis of this analysis, the content of the "educational units" of a recurrent education system will be elaborated.

A final report on the project will be available in 1973 based on further elaborations of this report and on research activities carried out according to the four complexes mentioned above.

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GLOSSARY OF TERMS

1. ELEMENTARY EDUCATION

Elementary education designates the process of acquiring knowledge, proficiency, skill, and habits on an elementary level. It has the character of general education and is obtained in elementary schools of eight-year duration for young persons and in schools of four-year duration for adults.

Elementary education in Yugoslavia is uniform, compulsory, and free of charge for children between the ages of 7 and 15. Community associations and the collectives of elementary schools are responsible for realising the goals and tasks of elementary education. The elementary school is an autonomous institution whose work is based on the principles of social management.

2. SECONDARY EDUCATION

Secondary education is the level of education between elementary and higher schools. Its nature is such that secondary education in Yugoslavia can be of either a general education or vocational-professional character. Secondary education of a general education character is acquired in gymnasiums and is of four-year duration.

Vocational education on the secondary level is acquired in secondary vocational schools of different profiles which are of two- to four-year duration. They offer individuals the opportunity to satisfy their vocational needs and, at the same time, these schools provide the society with the secondary-level trained personnel needed by the economy and the civil services. Upon graduation from secondary vocational schools it is possible, under specified conditions, to continue studies at all schools of higher education.

3. JUNIOR COLLEGE LEVEL OF EDUCATION

Junior college education represents the level between secondary and university education. It is acquired in schools whose courses of study last, as a rule, for two years. Junior colleges are professionally oriented and prepare personnel for specific jobs in the economy and the civil services.

Junior colleges may be organised as autonomous educational institutions but this level of education may also be attained at certain universities and university-level schools. The organisation of this education is known as "first-degree" curricula and the course of study is of two-year duration. Under specific conditions, students may go on to "second degree" studies at corresponding universities or university-level schools.

4. UNIVERSITY AND UNIVERSITY-LEVEL EDUCATION

This level of education designates the highest degree of professional preparation, and may be acquired at university-level schools, universities, and art academies. These educational institutions prepare highly-trained professional personnel for various occupational profiles and engage in scientific research work.

The curricula at some university-level and university schools are divided into three degrees: the first degree is of two-year duration, the second degree requires an additional two years, and the third degree also lasts for two years. The third degree leads to a Master's Degree, which is considered to be the first scientific title.

5. DIRECTIONALISED EDUCATION

The concept of directionalised education is used in the works of some authors to designate all post-elementary school education. The essence of this concept is that post-elementary school education is guided in the direction dictated by the needs of the economy and civil services as well as by the needs and interests of individuals. This concept has not been precisely defined and should be accepted conditionally.

6. REDUCTION OF THE STATE ROLE IN EDUCATION

This concept in the field of education means the gradual reduction or withering-away of the state function in the creation and realisation of educational policy. In Yugoslavia, the function of government organs on federal and republican levels in the field of education is being taken over by the communes, enterprises, and social organisations. The right to decision-making on educational policy has been transferred to the competence of those persons who are most interested in education. State decisions have been exchanged by democratic, self-governing agreement-making in various structures of the society.

7. ASSOCIATED LABOUR signifies the labour of workers who voluntarily and directly consolidate their forces in basic organisations of associated labour, as well as in other forms of associated labour, and who independently manage their activities, labour products, income, and the means of production on the basis of socially-owned property. The labour of these workers is free of wage-labour relations and exploitation.

8. WORKING PEOPLE IN ASSOCIATED LABOUR are members of associated labour organisations who manage their own affairs and decide on the use of revenue. They differ from workers employed by private employers insofar as they are not in a wage-labour relationship and they freely and directly regulate their interpersonal relations in connection with - and while performing - labour.

9. BASIC ORGANISATION OF ASSOCIATED LABOUR is the fundamental form of associated labour in which the workers, on the basis of their work and the right to self-government, directly and equally settle their interpersonal labour relations, manage the tasks and means of production, decide on income (on the results of their labour), as well as on other affairs concerning their socio-economic position.

10. SELF-GOVERNMENT is the system of social relations founded on social ownership of the means of production and on the right of associated workers to directly decide on their affairs and labour, on the formation and distribution of income, and on other essential questions. Workers exercise self-government either directly or through their representative organs.

11. ASSOCIATED LABOUR ORGANISATION is a form of consolidation of basic organisations of associated labour. Various forms of consolidation on this basis are carried out.

12. SELF-GOVERNMENT AGREEMENT-MAKING is an instrument by which workers in basic and other organisations of associated labour regulate their relations and affairs with other interested parties (the educational community, the cultural community, the health and social insurance community, etc.).

13. SOCIAL AGREEMENTS are instruments by which organisations of associated labour, interested communities, socio-political communities, unions and other socio-political organisations provide for and realise the co-ordination and establishment of socio-economic and other relations of mutual or general interest on the basis of self-government.

14. NORM REGULATIONS IN ENTERPRISES are autonomous, self-government acts of a general character which regulate the internal relations in an enterprise (by-laws, regulations, operational procedures, etc.).

15. SOCIO-POLITICAL COMMUNITY is a general term for a municipality, republic, autonomous province, and for the federal government (smaller and larger socio-political communities). Socio-political communities are socio-economic collectives with mutual connections and interests which are resolved in a democratic system of government according to the principle of social self-government.

16. COMMUNE is a territorial community of people organised for the purpose of self-government by the citizens of Yugoslavia. The commune develops as a self-governing municipality in the system of communal order, representing the basis of this system.

17. EDUCATIONAL POLICY-MAKERS

In the Yugoslav self-governing society, the basic educational policy-makers are workers and citizens, cultural and educational staff, and pupils and students. They directly and indirectly exercise their influence on education at various levels of social and self-government decision-making. This influence is brought to bear in the enterprise, in educational communities, in the municipality, and in other socio-political communities. Also, to an adequate measure, educational policy-makers are government and social organs and organisations.

18. SELF-GOVERNMENT IN THE SECTOR OF EDUCATION

This means the right of workers and citizens to directly, or through their representative bodies, participate in decision-making on all affairs concerning the creation and realisation of policy in the sector of education. In its strictest sense, this concept means the right of working people employed in the sector of education (teachers and others) to independently decide on their interpersonal relations and on affairs concerning the realisation of teaching in the school.

19. INTEGRATION OF LABOUR AND EDUCATION

This is the association of education with labour and the process of co-ordinating educational content with the demands of specific job posts, the adaptation of educational methods and organisation to labour needs, and changing the relations of teachers and educational institutions to the economy and to other sectors with which they closely collaborate.

20. EDUCATIONAL COMMUNITY is a new type of self-governing organisation encompassing all those factors in the society that are interested and responsible for the development and results of education. These communities are established in specific areas intended for their functioning (one or more municipalities), the terrotiry of a province or republic, for one or more sectors of the economy or civil services, or for several economic and other enterprises. Educational communities: manage the finances (fund for education) that are lawfully obtained from specific taxes and other sources; establish the activities to be financed from these funds (programme of the educational community); elaborate criteria, on the basis of specific norms, for the distribution of finances to individual beneficiaries as compensation for their work in the field of education; decide on the distribution of these funds; develop and apply conditions for loans and scholarships awarded to pupils and students; and consider other affairs that are of joint interest in the sector of education.

21. COST OF EDUCATION - unit expenditure per pupil-student, which is established for each type of school and university and which is regulated by a contract concluded between the educational institution and the educational community, or directly between the school and enterprises or institutions using the educational services of the school. The aim is for the cost of education per pupil-student to be an economic one, which means that all its components are calculated on the basis of real expenditures needed for maintaining an optimal educational standard and optimal working and living conditions for educational staff (that material expenditures and building and equipment amortisation concur with market relations and prices; the personal incomes of educational staff must correspond to the personal incomes of similarly-qualified persons in the economy and in other sectors, increased by the inflation trend anticipated in the coming period). The criteria used in establishing the cost of education are: building norms, expendable material, building and equipment maintenance, and norms for equipment and teaching staff which are individually established for each type of school and university.

22. EDUCATIONAL FUNDS - overall finances allotted to the educational communities. Educational funds also imply those resources deducted from personal incomes in enterprises and institutions and which are expended on education. These funds intended for educational use are kept on special accounts by enterprises or institutions and are usually utilised within the framework of educational centres or services for education and personnel. The educational funds of educational communities are managed by the competent assemblies and executive boards of the educational communities; in the enterprise or institution, this fund is managed by the duly authorised self-government organ of the educational centre or of the service for education and personnel.

23. NEEDS OF SOCIAL AND ECONOMIC DEVELOPMENT - demands made on the so-called human factor which are forecast or planned (short-, intermediary-, or long-term) in the socio-economic and technological development of smaller or larger socio-political communities (municipalities, provinces, republics, the federal government) and economic sectors, branches, or groups. This is a matter of demands made on the occupational skill structure of the employed - in a qualitative and quantitative sense.

24. SOCIO-ECONOMIC RELATIONS IN EDUCATION - relations that are established (by laws or other norms of the society) in the sector of education between educational policy-makers and educational policy itself (the basic policy-makers are: pupils and students, educational personnel, citizens, and working people in the economy and civil services). The principles of income and the economic cost of education represent the basis for socio-economic relations in the sector of education. The aim is to create such relations in this sector as would keep the influence of the state to a minimum and lead to the creation of a relationship between the individual and education that would be devoid of state and all other mediators.

25. SOLIDARITY IN EDUCATION - is a principle and an obligation established by law and by other conventions of the society for providing approximately equal educational conditions (equal educational opportunity) for all, regardless of the financial condition of the family or the social environment of the person being educated. Solidarity in education is provided: (a) by scholarships, loans and other forms of assistance to pupils and students from low-income families (within each social environment); and (b) by granting special funds (federal government and republican) to economically underdeveloped areas in all the Yugoslav republics to ensure the educational standard needed and to broaden the educational opportunity of children and adults.

26. GRADUATED SYSTEM OF EDUCATION - is a system of education in which, instead of the present secondary and higher levels of education, there are multiple grades of education which offer comprehensive and certified knowledge and abilities needed for employment in the labour sector and for the performance of specific jobs, as well as for the continuation of one's education.

27. EDUCATION FOR SELF-GOVERNMENT - is a form of informal adult education, primarily intended for the employed, which is carried out through seminars, courses, public lectures, etc., for the purpose of enabling the beneficiaries to acquire information, knowledge, and abilities to be used in performing their self-governing role in the society and in the enterprise. The content of this education is taken from the fields of the economic, sociological, legal, and political sciences, as well as from business administration, earning and distribution, international co-operation, etc. Education for self-government is, for the most part, organised and carried out by workers' and national evening schools in collaboration with enterprises, socio-political organisations, and professional associations.

28. EDUCATIONAL BENEFICIARIES - all citizens, regardless of age, who are participating in any organised form of formal or informal education.